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HISTORY OF PERSONAL AFFAIRS BRANCH

8 September 1971

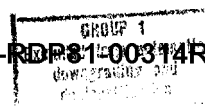
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Trainee/Career Training Program

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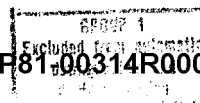


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TABLE OF CONTENTS

Introduction	1
Section I - Historical Narrative	3
Section II - Major Programs	24
Overseas Medical Program	24
Bureau of Employee Compensation Claims	27
Casualty Assistance Program	33
Conclusion	39
Source Notes	40

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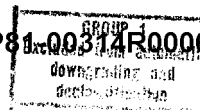
SECRETINTRODUCTION

In 1951 the initial forerunner of the Personal Affairs Branch was established with the purpose of centralizing the functions of the various offices in the Agency responsible for administering the benefits available to Agency employees. Since that time there have been extensive and far-reaching organizational changes, as well as new programs and greatly modified old ones. However, the constant philosophy of the Branch, whatever its name or divisional placement, has been service to the employee, especially in emergency situations.

This emergency service in the case of illness, accident, or death to the employee or his survivors has been the vital work of PAB, and a job that has been its continuous responsibility. That is, while PAB has dealt with varied programs at one time or another in its history, picking up a service or program where no other personnel branch could be as flexible, the constant viable activities of the Branch have dealt with personal emergencies *from inception* resolution.

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Because of the above, the history of the Branch will be dealt with in two ways. First, a straight organizational history will be developed including the statutes and regulations upon which the Branch is based

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with all the organizational changes that have occurred, including changes in responsibilities, size, leadership, and the types of services the Branch has administered. Secondly, to give continuity and the proper emphasis to the Branch, the major accomplishments of the Branch will be reviewed *in the context of those* employee emergency situations *to* which the Branch has dedicated the greatest amount of time and effort.

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SECRETSECTION IHISTORICAL NARRATIVE

In 1951 a Personal Relations Branch was established in each of the two personnel divisions (overt and covert) to bring together a central office that could deal with the administration of government and Agency benefits to the employee. These two Branches were given authority for handling such diverse personal problems as illness, accidents, death cases, exit processing of separating employees, and in the case of the Covert Branch, Missing in Action cases. This organizational change established a central responsibility for these functions which previously had been diffused through the Agency in the Office of General Counsel, the Employees' Relations Branch, and the Office of Finance under an old arrangement which went back to the OSS days. [] was Chief of the Branch in Personnel Division (Overt), and [] [] was Chief of the Branch in Personnel Division (Covert). 1/

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These two Branches were established on the basis of charters and regulations that the other offices had been using as their authority for action. These regulations were the Federal Employees' Compensation

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Act, (FECA)*, the Missing Persons Act**, and the Casualty Program***.

Also on the books, but never used, in the CIA Act of 1949 was Public Law 110 which provided in Section 5(a)(5)(c) for payment of hospitalization expenses for employees who incurred an illness or injury while overseas on permanent assignment. The program, similar to that provided for members of the Foreign Service of the State Department, was explored by [] in Research and Plans Staff of the Office of Personnel. It was activated when payment was recommended and approved by the Deputy Director for Support (Administration at that time) for a claim submitted in May of 1953.

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In two years of experience in the separate Personal Relations Branches and with expansions and additions to the administering of employee benefits, it became apparent there must be a focal point to coordinate the benefit programs available to all government employees and those provided because of the particularly sensitive nature of the Agency mission. In response to this need, the Employees Services Division was formed 1 July 1953 and was made up of Insurance and Claims Branch, Counseling Branch, and Services Branch. 2/

The breakdown of the responsibility allotment for these three Branches was as follows:

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Insurance and Claims Branch - [] Chief

Statutory Programs

1. Federal Employees' Compensation Act
2. Overseas Hospitalization Program for Employees
3. Civil Service Retirement (Authorized under Civil Service Retirement Act)
4. Missing Persons Act

Service Programs

1. War Agencies Employees Protective Association (WAEPA Life Insurance)
2. Health Insurance for Agency employees

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Counseling Branch - [], Chief

Service Programs

1. Debt cases
2. Sensitive cases
3. Interviewing for Public Service Aid Society
4. Pre-exit and Exit Processing Program for separating staff employees
5. Advance sick leave
6. Entrance on duty orientation for clerical and professional employees

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Services Branch - [] Chief

Service Programs

1. Blood donor program
2. Charity drives
3. Bulletin boards
4. Recreation
5. Notary public service
6. Welfare Assistance Board

The first two years were a period of growing pains to develop policy and procedures for all of the programs in each Branch. The most significant of these policy decisions were in the area^s of Overseas Medical []

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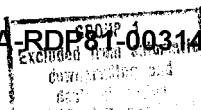
In August of 1954 low cost group life insurance was provided for most government employees, and the Insurance and Claims Branch was given the responsibility for administering the Federal Employees' Group Life Insurance (FEGLI).

1955 REORGANIZATION

In July of 1955, the Insurance and Claims Branch became the Insurance and Claims Division under which fell the newly formed Casualty Affairs Branch (CAB). The CAB had the claims functions of the old Insurance and Claims Branch with the addition of a responsibility for the handling of all casualty cases arising among Agency personnel. That included the performance of the functions of the Office of Personnel as described in written in 1955 by the Branch, entitled Employee Emergencies, which provided for notification of next of kin, notification of appropriate Agency components, preparation of official Agency correspondence, and overall responsibility for the administrative settlement of affairs relating to the illness, injury, or death of Agency employees. A further discussion of the type of work done by CAB in the casualty

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assistance field will be handled in the following section.

The Casualty Affairs Branch maintained responsibility for Missing in Action cases and FEGLI along with the claims responsibility. Although all other ~~/~~insurance functions were transferred to the Insurance Branch of the Insurance and Casualty Division, FEGLI was left in CAB because it is a statutory program and at that time the other plans were not. 4/

The Chief and Deputy Chief of CAB were [redacted]

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[redacted] respectively.

CAB provided one central focal point to which employees and their dependents could turn at the time of greatest need, illness, injury, or death, and obtain help and guidance in processing benefits both within as well as outside the Agency. It was in this period the Branch improved working procedures with the Bureau of Employees' Compensation, Department of Labor, and the Bureau of Retirement and Insurance of the Civil Service Commission concerning some of the unique problems of the Agency as far as security and cover^{were} [redacted] concerned. Efforts along this line, as well as the effect of certain changes in the Overseas Medical Program occurring at this time, will be discussed in Section II.

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In 1957 [redacted] was designated as Chief of the Casualty Affairs Branch. The Branch had [redacted] matured ^{with} [redacted] the

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processing of hundreds of claims and over 35 death cases. In its relationships with other Agency offices as well as other government organizations,

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Because of the continued growth of the Agency, and the increased complexity of cover arrangements, a concerted campaign was started to make as many Agency components as possible aware of the services of the Branch. Briefings were given throughout the Office of Security and Communications and the Area Divisions. Trips were made to []

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[] to acquaint all employees with the emergency program and assistance available to dependents in the event of serious illness or death. The Branch prepared a special edition of the Support Bulletin covering employee benefits, the casualty program, financial planning, and other related articles of interest. 5/ These briefings and general efforts to inform the Agency population of the functions of CAB (1971) have continued to the present with hundreds of briefings given yearly to various Agency training courses, all professional and clerical EOD's, and any other interested office.

In 1958 CAB was given additional responsibility as the central control

for employees with unexplained absences. All resources of the Agency were available; but by having one focal point, there was more assurance that unexplained absences would be investigated and proper notification made.

6/ This function fit well with CAB's role in Casualty Assistance and is presently delegated to PAB with Employee Emergencies in []

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"Unexplained" or "Unforeseen" (Unexplained) would probably be a Security respons. b.i.t.y. (See p. 10)

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1959 REORGANIZATION

In 1959 another reorganization within the Office of Personnel transferred the functions of the Employee Relations Branch of the Personnel Operations Division to the Benefits and Services Division and included these functions in the Casualty Affairs Branch. With these additional functions CAB became the Benefits and Counseling Branch. ERB had been responsible for essentially the same functions as those performed by the Counseling Branch and Services Branch of the Employee Services Division from 1953 to 1955. In effect then, the new Benefits and Counseling Branch was responsible for the same functions as the entire Employee Services Division during its existence between 1953-55, less the non-statutory insurance plans.

These additions to CAB responsibilities added numerous minor activities to the Branch. Rather than detailing each change, addition, or loss of responsibility regarding these employee services it would probably keep the Branch's activities in clearest focus to *review* *the* *stabilized* activities in FY 1961 (after the changes in 1959 had *(1971)* and then to do the same for the present.

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[REDACTED] continued as Chief of the Branch until 1963 when [REDACTED] became Chief. In June 1971

[REDACTED] became Chief. In FY 1961, when the necessary

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(1971)

At the time of this writing, the functions of *Personal Affairs Branch
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were as follows 10/:

Statutory Programs:

1. Federal Employees' Compensation Act
2. Overseas Medical Benefits Program
3. FEGLI
(The Branch lost responsibility for retirements in 1965. At the same time it lost one professional and two clerical slots.)
4. Missing Persons Act

Employee Emergencies:

1. Deaths, serious illnesses, psychiatric cases
(Casualty Assistance)
2. Unforeseen absences

Out Processing:

1. Pre-exit and exit processing
2. Termination clearances
(The Branch lost the exit interviewing function to SPD in 1971. At the same time it lost one professional.)

Employee Services:

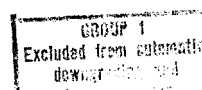
1. EOD orientation
2. Advance sick leave
3. Income tax assistance
4. Vital papers program
5. Problems of former employees
6. Debt complaints
7. Counseling

Employee Activities:

1. Blood Donor Program
2. Bulletin Boards

*In March 1968 in another reorganization of the Office of Personnel the title of Benefits and Counseling Branch was changed to Personal Affairs Branch. There were no significant changes in Branch responsibilities at that time.

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Employee Activities (continued):

3. Support to PSAS
4. Car Pool Locator
5. Religious Services (added in 1963)
6. Absentee Voter Assistance

(The Branch lost the Recreation Program to the Employee Activity Program in 1964. All fund drives, including the Savings Bond Drive, were detailed to a Fund Drive Coordinator in 1969. The Welfare Assistance Board was dissolved in 1969.)

The following is a discussion, by program, of each minor responsibility of the Branch. It will include when the Branch gained the function, when it lost it (if that is applicable), and how the Branch has dealt with it. The first programs discussed are those CAB had before the merger with ERB in 1959. The second group are programs that were handled by ERB previous to 1959, and then taken on by Benefits and Counseling Branch after the merger.

BRANCH PROGRAMS BEFORE 1959

Retirement

At the point that Benefits and Counseling Branch lost the Civil Service Retirement function in November of 1965, the program had become a major BCB effort. When Employee Services Division was formed in 1953 the Retirement program was split into two branches. Insurance and Claims Branch handled such things as Applications for Service Credit,

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Applications for Refund Deductions, and the actual Applications for Retirement. Counseling Branch handled the Pre-Retirement Interviewing function. When CAB was formed in 1955 it took over the interview function as well as the more administrative functions. 11 / From 1955 to 1965 CAB and BCB steadily responded to the increased load the Retirement Program presented each year. For instance, in FY 1956 167 Retirement Interviews were held. In FY 1961 1,306 were held, and in FY 1965 2,600 were held. The number of retirements themselves increased from 17 in FY 1955 to 103 in FY 1961 and 168 in FY 1965. 12 /

Numerous significant contributions were made to ironing out the problems of Retirement for Agency Employees while the Branch was responsible for the program. Initially, the Branch took on the responsibility of informing Agency employees of the Civil Service Retirement program and explaining the various regulations and requirements involved as well as keeping current on the Civil Service Codes. When the Retirement Bill, Public Law 854, came out in July of 1956, the Branch disseminated through the Agency the new effects of this law. In the early 1960's the difficult problem of properly handling

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CIA Retirement Policy and made recommendations concerning the problems of practical application of the policy. 13 /

Further information on Retirement, both the Civil Service program and the Central Intelligence Agency Retirement and Disability System (CIARDS) is *found in Development of Retirement Policy in the CIA, 1947-68* (CIA/Hs/SSHP OP-4, May 71). ILLEGIB
Federal Employees Group Life Insurance (FEGLI)

The Branch has had responsibility for FEGLI since the statutory program went into effect throughout the entire government on 24 August 1954. Legislation in 1958 established a minimum of \$10,000 regular insurance and offered employees an opportunity to obtain additional \$10,000 optional insurance. Automatic participation upon EOD is a part of the program. PAB's responsibilities in this program include advising employees of entitlements and conversion privileges and, most importantly, being the office within the Agency designated to arrange for payment of life insurance benefits on behalf of the dependents of Agency employees who have died.

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At the end of FY 1971, [] Agency employees were covered under the regular FEGLI program. The total amount of FEGLI insurance in force was [] As a result of 31 death cases in FY 1971, a total of \$803,000 was paid out. 14/

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Briefings

The Branch has conducted various orientation briefings to training classes, professional and clerical EOD classes, and other interested offices as the need arises on what the Branch could do for the employee. The program became significant between 1956 and 1959, by which time the Branch was giving briefings on a formal basis at Headquarters,

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[REDACTED] In FY 1971 the Chief or Deputy Chief presented lectures at 38 official Agency training courses conducted by the Office of Training, Office of Security, and the Office of Communications. A total of 1,104 persons were in attendance at these lectures. Briefings were also given to all professional and clerical EOD's during their initial Agency orientation sessions. 18 / In 1959, the Branch Chief participated in a series of meetings that led to the formation of a Risk-of-Capture briefing.

Vital Papers Program

In conjunction with the Casualty Assistance Program, in FY 1958 the Branch started a program in which it would hold a personal file in which would be retained for use as needed, copies of the employee's vital papers of a record nature. The program makes it possible for the Branch, in

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immediately locate important information in a death case making it much easier to assemble the administrative papers and carry out whatever action is required. As a side effect, the program also serves to alert the employee to the importance of having his or her vital papers together and accessible in case of a catastrophe. In 1959, ☐ personal files were establishes. In 1971 there were ☐ personal files in PAB. The employee has access to this file at any time, and is encouraged to constantly keep it up to date. 20 /

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BCB FUNCTIONS ASSUMED AFTER 1959

Out Processing

From 1959 until 1971 BCB and later PAB were responsible for the exit interviews of all individuals separating from the Agency, including special GS-12 and above interviews, as well as the more clerical processing responsibilities. In 1971 the interview function was assigned to Staff Personnel Division. 21 / PAB now has only the more clerical functions of exit processing. These activities necessitate obtaining clearances from Agency components on separating employees, discussions with the employees on such matters as FEGLI, pay procedures, leave, unemployment compensation, and authenticating all personnel actions on separations. 22 / In June of 1971, the Branch assumed the responsi-

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Recreation Program

The Recreation Program became part of the Branch's responsibilities in the merger of 1959. At that time, however, it was noted that there would be some de-emphasis of the program. Even so, employees 25X9 participated in the various recreational activities and the Branch made significant achievements in consolidations in the administration of the Program. 24 /

With the move to Langley, a full time recreation officer was appointed to develop a sports program and club activities at the new location. A new employee recreation association was proposed in FY 1963. Also in 1963 the recreation officer began a religious program which organized services during the Lenten and Christmas Seasons. In the later part of FY 1963 the Branch lost responsibility for the recreation program to the Employee Activity Association formed in that year. 25 / The Branch did maintain responsibility for the Religious Services, although in recent years services have been held only in the Lenten season.

Blood Donor Program

Since 1959 PAB has administered the arrangements for soliciting donors, keymen, facilities, and the scheduling of visits to Headquarters by a Red Cross Bloodmobile. In the first year the Branch had the activity 1,637 donations were made by Agency employees. In FY 1971, 2,094

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donations were made. 26 / This program has a great value to the Agency, as by participating in the program as an organization, all Agency employees and their dependents are entitled to all the blood that is needed in an emergency free of charge.

Income Tax Assistance

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Since 1959 the Branch has advised employees on income tax problems under regulation as did ERB. The Branch has given all types of help, but has especially keyed in on problems caused by the unique situations of Agency employees regarding security and cover arrangements.

In 1963 the Branch decentralized the program to make it more convenient for personnel to obtain the same service in their own divisions. 27 / The Branch obtained the services of an IRS instructor for lectures for tax advisors from the divisions. The lectures are given annually to keep the area representatives up to date on tax problems. These area representatives then return to the divisions and give the individual conseling the Branch had been shouldering for the whole Agency. Presently, the course lasts two days, is held in early January, and has two IRS instructors and one expert on State and local area taxes from the Office of Finance.

PAB also has the responsibility of appropriating and disseminating the various pertinent tax forms and instructions for Agency employees.

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Annually, many thousands of these documents are distributed throughout Headquarters and overseas installations. In FY 1971 tax forms were distributed. 28 / 25X9

Employee Counseling

The employee situations in which the Branch becomes involved in this service are varied, but most often involve financial problems, leases, contracts, roommate disagreements and sensitive personal cases. In 1959, when the Branch first assumed the responsibility 114 employees availed themselves of counseling assistance. In FY 1970 there were 178 cases handled by PAB.

As well as the situations mentioned above, the Branch handles debt complaints with the counseling function and the necessary correspondence involved with these cases. The main responsibility is to oversee the action taken on any complaint to be sure that the individual involved is aware of his responsibilities. In extreme cases, especially where PSAS loans are given to an employee, the Branch must prepare a summary of the case for the PSAS Board and then monitor the individual's financial status on a regular basis. In difficult cases the Branch has devised and enforced budgets for an individual until his finances were in order. 29 / The number of debt complaints (acknowledged as such only if a letter is sent making the complaint) has varied widely from year to year, however,

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there ^{have} ~~has~~ rarely been fewer than 100 or more than 200. In 1965 the Branch formalized a paper handling debt complaints against employees for the area divisions which has regularized a method for handling the program for management. 30 /

Fund Drives

Educational Aid Fund
Public Service Aid Society (PSAS)
Welfare Fund
Combined Federal Campaign (and its predecessors)
Savings Bond Drive

PAB has served as assistant to the Executive Secretary for the Educational Aid Fund as well as assisting in the money collection for the fund. From 1959 to 1969 money collection for the Combined Federal Campaign, PSAS, the Welfare Fund, and the Savings Bond Drive had been the responsibility of PAB. In 1969 the responsibility for manning the money collections was transferred to the Fund Drive Coordinator/BSD. In 1970 and 1971 the Fund Drive Coordinator has been a PAB officer detailed out of PAB for a portion of the year to deal with the drives. 31 /

Welfare Assistance Board

BCB and PAB administered the Welfare Assistance Program from 1959 until 1969 when it was discontinued. In doing so the Branch worked closely with the WAB acting as the executive secretary to the Board, writing a summary of the cases for the Board, and then implementing its decisions.

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The WAB was used as a device by which Agency employees could obtain relatively small amounts of cash. The Fund was made up of monies from donations from Agency employees. Generally, twenty to thirty loans were made per year and amounts totaling less than from \$2,000 to \$4,000 were loaned out. The WAB was dissolved in February of 1970. When the functions of the Board were transferred to the PSAS, its assets of \$12,695.72 were contributed to the Educational Aid Fund. 32/

Bulletin Boards

When BCB took over ERB responsibilities in 1959, the maintenance of the Agency's bulletin boards was to be shared by Personnel Operations Division and Benefits and Services Division with BSD providing staff guidance only. 33/ Presently Branch responsibility regarding the Bulletin Boards includes the total operation, with questionable situations referred to Security.

Along this line, with the move to Headquarters it became necessary to intensify efforts at establishing car pools. The Branch initiated a system by which it served as the central point to refer questionnaires regarding car pool requests and information. In FY 1962 a Branch representative assisted in the review of Agency policy on a new self-servicing Car Pool Locator System made available by the General Services Administration. After installation of the system in FY 1964 the Branch was responsible

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for overseeing its operation, but was relieved of the manual referral system utilized earlier. 34/

Advance Sick Leave

The granting of advance sick leave to employees has been handled by PAB since 1959. PAB's role in this function has been to review the requests for advance sick leave, and, with the coordination of the Office of Medical Services (OMS), to determine whether or not the request is in order. If, through this process, the request is approved on the authority of C/PAB and C/OMS, PAB then handles notification of proper Agency components regarding the individual's status. 35 / Since records have been maintained on the Branch's efforts in administering this service (FY 1968) between 218 and 261 requests have been made annually with from 22,614 to 28,614 hours approved. 36 /

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SECTION II

THE MAJOR PLANS

ILLEGIB [] Section I ^{was} an organizational ^{review} [] of the response the Agency ILLEGIB
has made to creating a functional, line Branch in the Personnel Career
Service to deal with both the exceptional problems of personnel and the
miscellaneous ones that really did not fit into any other branch. Three
functions of the Branch have not been extensively dealt with as they have
been the most important functions of the Branch since the early days and
should be emphasized separately. These functions are the Casualty
Assistance Program, the Agency's involvement with the Federal
Employees Compensation Act, and the Agency's Overseas Medical Pro- ILLEGIB
gram. All of these programs have ^{presented some unique} []
ILLEGIB [] situations that the Agency has tailored to fit into
the special problems of cover and security in order to protect both the
Agency and the employee.

OVERSEAS MEDICAL PROGRAM

As mentioned in the previous section the authority for the Overseas
Medical Program was written into the CIA Act of 1949 as Public Law 110,
Section 5 (a)(5)(c), authorizing payment of hospitalization expenses for
employees who incurred an illness or injury while overseas on permanent

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assignment. The program was first activated in May 1953 for a claim submitted for [] who was evacuated from [] in November of 1952. From the settling of that claim through the 1953-55 period (ICB days []

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[] carried the main responsibility for the implementing and regularizing of this program for Agency employees overseas. A claims group was formed from the Offices of the General Counsel, Security, and Medical Services to review each overseas claim in order to lay a firm foundation for this new program. As a result of the decisions of this group, policies and standards were developed so that regulations and handbooks for Headquarters [] were initiated, [] and HHB

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[] Thirty-four claims were processed under this authority in 1953. 37 /

On 21 September 1956, the Acting Director of CIA adopted the provisions of the overseas dependent medical care program of the Department of State. This was in response to the hardship caused by serious illnesses of dependents of Agency employees which became a major financial and morale problem. 38 / The authority for the Department's program is contained in Public Law 828, 84th Congress (Second Session).

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under the statutory program was enforced. As a result of this change, the claims activity in the Branch increased considerably. 39/

In 1958 the regulatory issuances and distribution of the handbooks,

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In FY 1961, as a result of the enactment of Public Law 86-707, Overseas Differentials and Allowances Act, the Overseas Hospitalization Programs were extended to cover Alaska, Hawaii, Trust Territories, and possessions and to reimburse employees for expenses incurred under the program while on temporary duty. The Branch assisted in a preparation of a revision of pertinent regulatory issuances. At approximately the same time, by a decision of the Deputy General Counsel, medical travel was extended to include travel expenses to the nearest facility whether or not medical care was at government expense. 40 /

In FY 1964 a number of significant changes occurred which brought the program to the point it is at today. First, there was a marked increase in the number of Overseas Hospitalization claims as well as a dramatic increase in cost. This was accounted for by the increase from five to

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of FY 1964. The cost of the program increased from for FY 1963
25X1 to for Fiscal Year 1964. In the same fiscal year, a decision by OGC extended benefits of the program to otherwise eligible employees

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after reporting PCS to duty. This rectified a situation which caused confusion and financial hardship for employees who, through no fault of their own, returned to duty prior to determination that they required hospitalization for a condition incurred while located abroad. Finally, a review of the 1958 [] was prepared and put into coordination. 41 /

From 1953 to date [] dependent cases have been processed through PAB. Since 1963 when coverage was extended and hospital costs in military facilities dramatically increased, the program has had claims accounting for slightly over \$2,200,000. 42 / PAB has taken on the responsibility of fully administering the program, informing the employee of his benefits, and bringing to light the problems with the program since its inception.

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BEC CLAIMS

The relationship between CIA and the Bureau of Employees Compensation, Department of Labor, has been handled by PAB since its first forerunner was established in 1951. Here, PAB has made a significant contribution to the benefits of Agency employees by pursuing their cases for them, the only government Agency to do so. Because of this activity, taken on behalf of the employee, PAB has built up an extensive background and expertise in dealing with BEC claims which they can bring to the processing of any employee's case.

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One of the most notable achievements over this period of time are the security problems that have been overcome between PAB and BEC resulting in an excellent understanding of the situation by BEC officials with even the most sensitive cases handled in a secure manner. In meeting the problem of security and cover, conferences were held between 1955 and 1957 with Central Cover Branch, Security, the Office of General Counsel, and the Office of Medical Services as required to determine a method of referral of employees injured in performance of duty to the Public Health Dispensary or to cleared public doctors in covert cases. Key officials at BEC were understanding of the need to protect classified information and agreed to eliminate the need for notarization of certain documents, requiring only witnessing by an Agency employee. In particularly sensitive death cases, regular GAO review could be done by the cleared GAO auditor assigned to the Agency. Permission was granted for the Branch to retain BEC papers such as CA-1 for record purposes normally filed in the official personnel folder. 43/

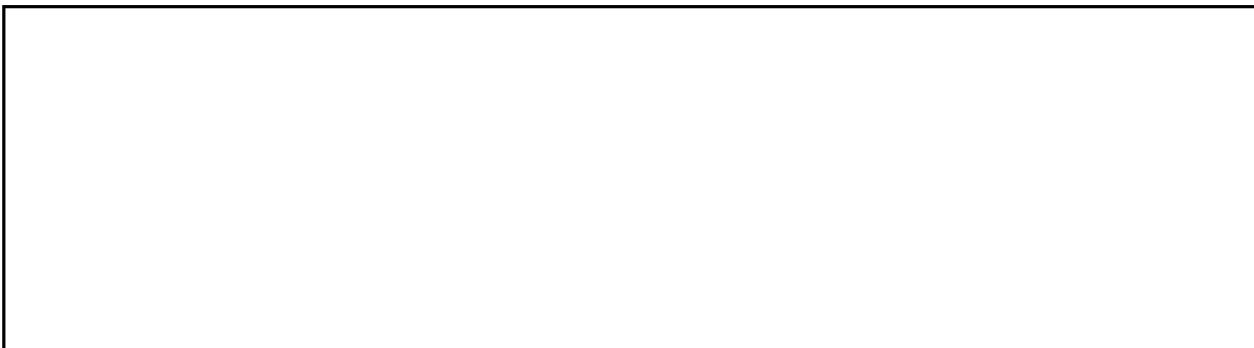
Psychiatric cases were a continuing problem with BEC in the 1955-57 period. As a result of a meeting with key representatives of BEC and high level Agency officials, it was agreed that when it was felt that an employee's mental condition was caused or aggravated by performance of duty, treatment could be obtained through the Bureau at Public Health facilities. At this time, BEC did not generally regard mental illness as

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attributable to working conditions. Of the eighteen psychiatric cases submitted to the Bureau during this period, three were eventually approved after a lengthy period of adjudication. 44 /

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For several years before 1965 PAB had been holding discussions with key officials in the Bureau of Employees' Compensation concerning the maximum of \$525 monthly compensation paid under the act. This maximum, established in 1949, worked a hardship on the higher grade employees injured in the performance of duty. The incident of the bombing of the

25X1  in which many Agency employees were injured and one died, dramatically illustrated the inequity of the 1949 decision. The Agency, through its Legislative Counsel, brought to the attention of key Congressional figures the importance of improving the FECA benefits, and the Agency effort contributed significantly to amendments to the FECA. These amendments were enacted in July of 1966 liberalizing the benefits and raising maximum dollar compensation to the top step of a GS-15 rather than a fixed dollar amount. 46 /

Since 1953 PAB has processed 2,517 cases with the Bureau. 47 /

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Of those, the following case history gives an example of the service done for Agency employees in processing a BEC claim.

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The case involves both a death case handled by the Branch, and a subsequent BEC claim for [REDACTED] a GS-13 Operations

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Officer who [REDACTED] died of a cerebral hemorrhage after a period of several days of illness with a severe nose bleed started while Subject was fishing.

Benefits and Counseling Branch became immediately involved after Subject's death. The normal casualty procedure was followed, i.e., return of the body, return of the family, and the settlement of benefits, all handled by BCB in conjunction with Security, the field, and the operating division at Headquarters. Subject's benefits, to leave to his wife and five children (ages 2 - 14), were:

a. UBLIC	\$30,000
b. FEGLI	\$14,000
c. Unpaid Compensation	\$1,172.00
d. Retirement Annuity/yr	
Widow	\$2,112.00
Five children	\$1,800.00

The benefits were administered by BCB, and by June of 1966 most items were settled.

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[REDACTED]
reciting in extensive detail the full course of events from the first moment of illness, the treatment, conversations with doctors by the

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Approved For Release 2003/01/27 : CIA-RDP81-00314R000600200006-3

Approved For Release 2003/01/27 : CIA-RDP81-00314R000600200006-3

SECRET

which ^{25X1A} [] was so notified. From April to August the necessary elections were worked out between BEC benefits, retirement, and the Veterans Administration along with the submission of birth and marriage certificates.

The significance of a BEC claim being approved can be demonstrated by the following benefits paid to ^{25X1A} []

- a. \$14,578.78 retroactive payments by BEC from date of death to the present (tax free)
- b. \$4,656.41 full payment of retirement holdings left in the retirement fund
- c. \$12,984 per year (tax free) - an improvement in her survivorship benefits of more than \$9,000 per year. 48/

Although many cases are initiated by the employee, rather than the Branch, this case illustrates the efforts necessary to process a BEC case. Many cases last over numerous years involving a great deal of correspondence between the Branch, the Subject of the case, and the Bureau. All of these communications, as well as file transfers, the use of the cleared doctors, and other security and cover problems are handled for the employee by the Branch. In addition to providing a valuable benefit to the employee, these efforts have helped the Agency by establishing reliable procedures and lines of communication that can expedite the handling of employee medical problems fairly and securely.

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SECRETCASUALTY ASSISTANCE

Since 1955 when the Casualty Affairs Branch was formed, the Casualty Assistance Program has been the heart of either CAB's or its successor's programs. More than any other program that the Branch had had under its auspices the procedures and guidelines for handling casualty cases have been developed under the Branch's leadership. Furthermore, the acceptance by the Agency of the Branch's role in Casualty Assistance has been due to the energies expended by the Branch in implementing the program successfully and sponsoring its services to the various divisions.

When the Branch took over the Casualty Assistance Program in 1955 numerous changes were made in the program that are still in effect. An emergency report was formalized and made into a form and disseminated to interested offices. A checklist was made up and put into use to make sure a case is constantly reviewed until the case is closed. The checklist includes a breakdown of the various financial entitlements due the survivors, and is circulated to the Agency components concerned with the financial status of deceased employees. 49/ It was also in this first year that was published. Entitled "Employee Emergencies", it resulted in an improvement of relationships between CAB and the operating offices, and a more widespread knowledge of the service rendered by CAB.

In this same 1955-1956 period, two very significant procedures were formalized and made a regular part of the Casualty Assistance Program.

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Although in theory an Office of Personnel officer had been a designated twenty-four hour duty officer in case of an employee emergency, he had never been required to check in and be constantly within reach of Security or Cable Secretariat. In the early years of CAB operations it was felt that the Duty Officer should be immediately contacted. At that time C/PAB assumed the responsibility and maintained it until 1968. Today seven individuals share the responsibility on a rotating basis. Since 1955 there have been numerous emergency cases in which the immediate response of the Duty Officer has been valuable to the employee (or his survivors) as well as has saved the Agency cover and security problems that might have gotten out of hand if an officer had not dealt with the situation in a matter of hours. Also, in that early period when CAB was establishing its procedures, the policy of having an Agency employee personally contact the survivors in a death was instituted. Before that time an official representative of the Agency would make a personal contact if it was convenient or if the case was particularly complicated. However, with the development of CAB and the corresponding emphasis on responsibility to the employee, it became policy to always personally contact the next of kin in a death case. At present, there are usually at least two visits, one initially (usually Security, DCS, or an operating division) if it is the Agency that informs the next of kin of the death, and another visit (PAB)

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to brief them on the legal aspects of the case and the financial arrangements. Often, if there are complications that the employee's survivors cannot deal with, PAB has acted as an advisor until all items are resolved. Many times PAB has been in contact with a widow or even the legal guardian of the children for a number of years while handling the administration of the deceased employee's case. 50 /

An early case in which five employees were killed in a plane crash helped establish guidelines and the need for greater flexibility in handling death cases. 51 / This and other cases, along with progress in relations between the Branch and other interested offices resulted in the formation of a group of named officials in Central Cover, the Office of Security, the Office of General Counsel, and the Medical Staff. These officials were notified by PAB in the case of a death and were the individuals responsible for coordination of action as it developed in these cases. 52 / One case,

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Agency. 53 / This type of action and organizing capability by the Branch, in addition to the fine record being compiled regarding the delicate handling of very sensitive cases, led to a general acceptance of CAB's

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As a result of some of the difficulties involved with the above case, it was apparent that more careful casualty planning for special projects must be done in the early stages of future projects. During Fiscal Year 1961 DPD-DD/P demonstrated confidence in PAB and an acceptance of Personnel's role in casualty cases by an invitation to C/BCB and C/BSB to participate in the early planning of future projects. Through this close working relationship BCB completed a study which was accepted by the DDS and DDP which recommended the establishment of a Casualty Group. This body was charged with responsibility for assisting in the planning for the contingency of casualties and for the handling of casualty cases when

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they occur^{red}. The Office of Personnel, C/BSD, was designated to head the Group, with representation by the Office of Security, CI Staff, and the Office of General Counsel in an advisory capacity. Nominations were obtained from each of the components where casualties might be anticipated for representation to assist the group in its review of the problems associated in their respective offices. 56 /

With the above efforts, ranging from 1955 through 1962, the basic structure for handling casualty cases was achieved. Although there have been modifications with each new or unusual problem, the approach formulated over those years has proved adequate to deal with all the cases that have occurred. To date, PAB has handled 522 employees' death cases and 117 dependent death cases (overseas), many of which were very sensitive and required extensive contact with survivors at their places of residence throughout the United States. 57 /

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A very demanding test of the emergency resources and procedures of

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Approved For Release 2003/01/27 : CIA-RDP81-00314R000600200006-3

Approved For Release 2003/01/27 : CIA-RDP81-00314R000600200006-3

SECRET

CONCLUSION

At one time, personnel officers within the Federal Government were involved in only a minor way with the administration of the various benefit programs of Civil Service employees. The growth of Civil Service, and the development of new benefit programs for this large government employee population has caused personnel managers to direct a greater part of their attention to the proper administration of these benefit programs within their respective agencies. 60 / The history of PAB shows the kind of efforts the Agency has put forth in this field over the years. Because of the unique problems of a classified organization, administering employee benefits has been a sensitive and complicated job. However, it is without question that CIA has taken the lead in the Federal Government in many programs and offers numerous services that no other government agencies presently provide their employees. Beginning with a few regulations, and a revolutionary concept of providing above and beyond service to the employee, PAB has established an office that handles employee problems quickly and securely. The services that the Branch performs for the Agency have become an expected part of the other Agency and government benefits due the employee. That is, through the efforts of the Branch, what was originally a revolutionary concept in personnel administration, has become accepted as Agency policy and Agency responsibility for the welfare of the employee.

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Approved For Release 2003/01/27 : CIA-RDP81-00314R000600200006-3

Next 4 Page(s) In Document Exempt

Approved For Release 2003/01/27 : CIA-RDP81-00314R000600200006-3